

AN ADVISORY SERVICES PANEL REPORT

Saint Elizabeths Campus Washington, D.C.



Urban Land
Institute

Saint Elizabeths Campus Washington, D.C.

A Redevelopment Strategy

May 5–10, 2002
An Advisory Services Panel Report

ULI—the Urban Land Institute
1025 Thomas Jefferson Street, N.W.
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About ULI—the Urban Land Institute

ULI—the Urban Land Institute is a non-profit research and education organization that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programs and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has more than 17,000 members and associates from 60 countries, representing the entire spectrum of the land use and development disciplines. Professionals rep-

resented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of America's most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services panel report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan
President

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About ULI Advisory Services

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI panel teams are interdisciplinary and typically include several developers, a landscape architect, a planner, a market analyst, a finance expert, and others with the niche expertise needed to address a given project. ULI teams provide a holistic look at development problems. Each panel is chaired by a respected ULI member with previous panel experience.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day and a half of hour-long interviews of typically 80 to 100 key community representatives; and a day and a half of formulating recommendations. Many long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. At the request of the sponsor, a written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet

with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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The stewards of this project for the sponsoring agencies are, respectively, Andrew Altman and Toni Griffin at the DCOP, Marty Knisley and Richard Warsh with DMHS, Anthony Costa and Nancy Czapek with GSA, and Scott Waldman and Marc Weisman with HHS. Special thanks are extended to Mayor Anthony Williams of the District of Columbia for his interest and support and to Donald Williams, GSA regional administrator for the National Capital Region.

Many public officials consulted with panel members regarding the various issues under consideration. Among these officials were Steve Green, Joy Holland, Ellen McCarthy, David King, Venita Ray, and David Howard with the District of Columbia government. On the federal side, the panel was assisted by Amy Hecker, GSA project manager for the Saint Elizabeths Campus.

Of particular note is the outstanding support provided by Greg Powe of Powe Jones Architects, P.C., who served as the liaison between ULI and the sponsors and prepared the briefing materials with the assistance of Mark Theys of HNTB, Inc. Their efforts throughout the course of the study helped ensure the success of the panel's efforts.

David Mayhood, president of the Mayhood Company in McLean, Virginia, and chair of ULI's Washington, D.C., District Council, was generous with his time and assistance in offering a personal market perspective for the panelists. In addition, the individual perspectives gained from the interviewees were equal in value to the extensive briefing materials prepared by the sponsor and submitted for review by the panelists prior to their arrival on site.

The panel is indebted to the more than 100 community residents, government and business leaders, and property owners who provided insights during the interview process. As a group, they serve as a major asset in advancing the interests of the city. This was further evidenced by the participation of additional community representatives at a public forum.

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Foreword: The Panel's Assignment

This panel met in Washington, D.C., during the week of May 5, 2002, to consider potential land use and implementation strategies for the redevelopment of the Saint Elizabeths Campus, a 300-acre National Historic Landmark district located east of the Anacostia River in Washington, D.C. The hospital complex is located on a hill overlooking the Potomac and Anacostia rivers.

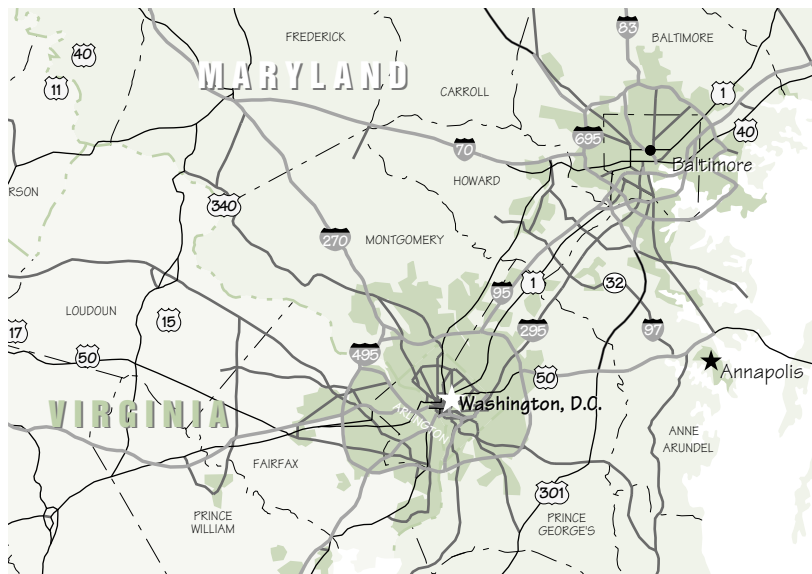
Established as the Government Hospital for the Insane in 1855, Saint Elizabeths has a long history in the treatment of the mentally ill. The hospital was founded by Dorothea Dix, a leading mental health reformer, to provide the “most humane care and enlightened curative treatment of the insane of the Army, Navy and the District of Columbia.”

Congress officially changed the hospital's name to Saint Elizabeths in 1916. During the early to mid 1960s (its peak-use period), the hospital's nearly 4,000 employees cared for approximately 7,000 patients. Saint Elizabeths was the first and only national federal mental health facility. The hospital now houses approximately 550 patients.

General Site Characteristics

Martin Luther King, Jr., Avenue, S.E. (MLK Avenue), a major thoroughfare, bisects the Saint Elizabeths Campus property, dividing it into the approximately 118-acre East Campus and the 182-acre West Campus. The federal government deeded the East Campus to the District of Columbia government in 1987.

Since the District of Columbia Department of Mental Health Services (DMHS) informed the U.S. Department of Health and Human Services (HHS) that it has no further need for facilities on the West Campus, the U.S. General Services Administration (GSA) is managing the disposition of the property. The Washington Metropolitan Area Transit Authority's Metrorail Green Line runs



through the East Campus (underground); the Congress Heights Metro station is located at the southeast perimeter of the property and the Anacostia Metro station is located north of the property.

Location map.

The East Campus

The D.C. Department of Mental Health Services operates Saint Elizabeths Hospital. DMHS has commenced consolidation of its operations to the East Campus with plans to build a new hospital in the northeast area of the property that will replace the existing John Howard Pavilion. Hospital services will be concentrated east of a ravine that follows Metrorail's underground route.

Approximately 50 existing buildings are situated on the East Campus. In addition to construction of the new hospital, a 10-acre site just northeast of MLK Avenue at the northern boundary of the Saint Elizabeths Campus is reserved for construction of the Unified Communications Center (UCC). This project, sponsored by the D.C. Office of the Chief Technology Officer (OCTO), recently was zoned for planned unit development.



District of Columbia political jurisdictions.

Historic buildings of note on the East Campus include the Maple Square complex, the continuing treatment (CT) buildings, the stables (the Dry Barn and the Horse Barn), and a number of cottages located throughout the property. Considerable landscaping elements also require protection.

The West Campus

The West Campus includes 61 buildings with approximately 1.1 million square feet of space. Generally, the oldest buildings are in the western section of the property with newer construction to the east. This campus has been deemed excess property by the U.S. Department of Health and Human Services (HHS). The U.S. General Services Administration (GSA) has the responsibility to offer the property to other federal agencies prior to offering it to other public agencies for public uses. The District of Columbia government is requesting the property under a federal transfer.

The Center Building, designed in a modified Gothic Revival style, was constructed in 1852 and is the largest building on the entire Saint Elizabeths Campus. Other West Campus buildings of inter-

est include the Administration Building; Hitchcock Hall, which contains an auditorium; the Fire House, with its clock tower; and the group of Allison buildings. In addition, the wall along the west side of MLK Avenue is an historic landscaping feature protected by the property's landmark status. Dramatic views of downtown Washington, D.C., and Virginia also are protected and must be preserved.

Government Stakeholders

The D.C. Office of Planning (DCOP) is responsible for developing a master plan and implementation strategy for the portions of the East Campus not required by the Department of Mental Health Services (DMHS) for health care services and the Office of the Chief Technology Officer (OCTO) for the UCC. The DCOP will work closely with DMHS to ensure that the needs of the hospital are satisfied.

The DCOP, together with GSA, recognizes the importance of a coordinated planning effort for the redevelopment of the Saint Elizabeths campus. GSA's goal, now that HHS no longer needs the property, is to quickly return the West Campus to productive use. Since the West Campus is to be transferred out of the federal inventory through the federal property disposition process, the future of the West Campus is of considerable interest to the D.C. government—since it represents a significant economic development opportunity for the District of Columbia—and to GSA as the taxpayers' representative.

The ULI panel was asked to review the Saint Elizabeths property with the objective of formulating recommendations for its redevelopment and longer-term use. Importantly, the panel was *not* asked to develop a use plan. Rather, the panel was charged with making recommendations about the process for developing a plan and suggesting an organizational structure for both formulating and implementing such a plan. In addition, the panel was asked to comment on the site's market potential as well as certain planning and design considerations, with such commentary intended to be used as a point of guidance and reference when the ultimate planning process finally proceeds.

The panel also was asked to respond to the D.C. government's primary goal for the redevelopment of Saint Elizabeths: to maximize the economic and social benefits of the campus for neighborhoods "east of the river" (that is, east of the Anacostia River) and for the entire city. Toward this end, the panel identified appropriate uses that could be accommodated in new construction and as adaptive uses of existing landmark buildings.

With regard to market potential, the panel considered a variety of uses and assessed those uses in the context of realistic market conditions and associated opportunities. This included both market-driven uses and social uses that can support the site's continuing mental health services. The panel also was asked to make recommendations for the most appropriate entity to guide the redevelopment of the property. In doing so, the panel considered a range of potential strategies for implementation, including private redevelopment, public redevelopment, and a public/private partnership arrangement.

The DCOP also was interested in recommendations for the mechanisms needed to transfer the West Campus and its assets from the federal government (GSA) to the District of Columbia. This

would enable the redevelopment of the entire Saint Elizabeths Campus in a way that would benefit both the city and its residents.

The main goal of GSA is to see that the West Campus is put into productive use as quickly and thoughtfully as possible. The District of Columbia's maintenance responsibilities continue until it vacates the West Campus, according to its use agreement with HHS. HHS and GSA will continue their caretaking responsibilities until the property is transferred.

It should be noted that the DCOP released a request for qualifications (RFQ) for a master planning team on March 11, 2002—the team was to be chosen in July 2002—to define the framework for redevelopment of the Saint Elizabeths property. The panel's recommendations are meant to provide guidance to the planning team once this team is chosen. The panel did not propose a plan for Saint Elizabeths. Instead, as shown in the development assessment diagram on page 23, the panel has illustrated land use relationships and connections among proposed potential uses.

Overview and Summary of Recommendations

The panel's findings and recommendations for the redevelopment of the Saint Elizabeths Campus are summarized here. It is important to note that these recommendations are advisory and, therefore, subject to approval by the sponsors: the District of Columbia Office of Planning (DCOP) and Department of Mental Health Services (DMHS), the U.S. General Services Administration (GSA) Office of Property Disposal, and the U.S. Department of Health and Human Services (HHS). In evaluating prospective uses, the panel took into account public sentiments (as expressed by members of the community), the sponsors' goals, market realities, citywide economic goals, federal interests, various physical and legal constraints, and its best professional judgment.

The panel's fundamental recommendation is that the sponsors consolidate ownership of the property and form a development entity to be known as the Saint Elizabeths Development Entity (SEDE). One critical shortcoming noted by the panel is that development activity already is proceeding on the site in the absence of a plan. Redevelopment opportunities are constrained by the approved plans for construction by DMHS—which reserve a large portion of the East Campus north-east of the ravine—and by the D.C. Office of the Chief Technology Officer (OCTO) for a ten-acre site strategically located along MLK Avenue.

Recommendations for Redevelopment

Saint Elizabeths represents a national treasure, with historic resources that are protected by law. It is a site of critical importance to the city of Washington, D.C., and the nation as a whole. While its historic buildings, landscaping, and views define the components of landmark status, the campus also tells the story of mental health care treatment in the United States.

To most effectively safeguard this treasure, the panel recommends that ownership and control of the Saint Elizabeths Campus be consolidated into a single entity. To reach this goal, the federal government should transfer control of the West Campus to the District of Columbia government immediately, while continuing to serve as a responsible caretaker until the transfer of the property is complete. The panel also recommends that GSA provide some financial support for needed infrastructure and/or building improvements.

The Saint Elizabeths Campus should be redeveloped as one site by a master developer under the direction of a development entity established by the District of Columbia. This entity, SEDE, should represent the interests of the community, the government, and the master developer.

The panel recommends that Saint Elizabeths be developed in a way that strengthens its connections to the community without changing the character of surrounding neighborhoods and without displacing existing residents. The master developer should consider redeveloping the property as four campus areas. Historic resources must be protected through a combination of adaptive use of certain historic buildings and the sensitive addition of new structures and uses.

Opportunities exist for new mixed-income residential neighborhoods. In addition, office and institutional uses that support mental health consumers at the new facility also may be included. The panel recommends that these land uses be integrated with the community to provide greater economic benefits and increase private development interest in the area, thereby overcoming the isolation of the past.

The Implementation Process

The panel recommends that the implementation process proceed as follows:

Saint Elizabeths Campus vicinity map.



- The D.C. government should submit its request to obtain control of the West Campus immediately.
- The D.C. government should take the lead in establishing an independent development entity, the Saint Elizabeths Development Entity (SEDE).
- SEDE should be responsible for selecting a planning team based on the RFQ process.
- SEDE ultimately should select a master developer to oversee the establishment of a plan (based on a framework plan prepared by the planning team) for the entire campus.
- This plan should be representative of all stakeholders, including the community, the government, and the master developer.
- The federal government should support the creation of SEDE.
- The federal government should support needed appropriations.
- To prevent further decay, the federal government should expand its stewardship and caretaker function for the West Campus until the property is transferred to the development entity.
- The master developer, working with SEDE, should complete the master plan.
- A limited liability corporation (LLC) then should be created and financial resources identified to undertake the actual development process.

Constructed in 1908 (right), this building exemplifies the architectural details typical of the property's many historic edifices. The historic Center Building (far right), the largest structure on the Saint Elizabeths Campus, features striking architectural details, such as this railing.



Shortly after the panel's visit, the D.C. government demonstrated its commitment to the property's redevelopment by submitting a request for control of the West Campus, in an effort to bring the property under single ownership and control. The panel believes that the DCOP should be the responsible agency and that it should create SEDE, which ultimately should be responsible for selecting the planning consultant and the master developer.



The federal government—which has appropriated funds to stabilize the buildings during the disposal process—should retain a role in the implementation process. Redevelopment will require federal support and involvement, through the provision of appropriations and caretaking responsibilities, while the master plan is being completed and the LLC is being established.

Implementation and Development Strategies

Implementation of any redevelopment plan for the Saint Elizabeths Campus, including its preservation as a cultural and historic resource, is discussed below. Long-term success will require unified control and strong leadership during the years it will take for the property to be developed fully according to a future plan. Some of the immediately identifiable constraints to the success of any preservation or redevelopment effort are described in this section, which includes a statement that frames the issues and possible solutions. The successful and lasting implementation of a plan for Saint Elizabeths also requires a partnership between the District of Columbia and the master developer, together with other methods discussed below.

Over the years, the plan for the Saint Elizabeths site and the associated strategy for its redevelopment inevitably will change. Nevertheless, a series of steps should be taken immediately to establish a strong foundation for the future preservation and development of this valuable resource. The city's ability to develop a comprehensive plan for Saint Elizabeths is crucial to the economic and social well being of the city's population east of the river and the maintenance of a significant repository of cultural and historic values for the city and the nation. The city, however, is facing a number of significant challenges to success. These challenges include:

- The present bifurcated ownership of the Saint Elizabeths Campus;
- The federal disposition process;
- The city's responsibility to provide for the care of the mentally ill;
- Approval and planning processes that are ill suited for the redevelopment of historic properties in the condition and on the scale of Saint Elizabeths;

- The rapid deterioration of existing structures on the West Campus;
- The piecemeal reuse of the East Campus;
- The fact that Saint Elizabeths is not listed as a historic landmark on the District of Columbia Inventory of Historic Sites; and
- Community perceptions regarding the impact and viability of federal and local planning exercises.

Successful implementation of any redevelopment proposal and any public/private venture seeking to remedy these conditions necessarily requires an awareness of the costs, processes, issues, and strategies that may arise.

Challenges and Solutions

Addressing these problems and successfully redeveloping Saint Elizabeths will require a planning process and development structure that provide broad authority to a newly created redevelopment entity, strict adherence to preservation plans aimed at the protection of Saint Elizabeths, and community support.

The Development Process

To eliminate the challenges associated with the current bifurcated control of the campuses and the normal time delays created by the federal disposition process, the panel recommends an expedited transfer of title of the West Campus from the federal government to the city. The panel also recommends that the city take advantage of the unique opportunities offered by the federal screening process. A Saint Elizabeths redevelopment authority should be established by Congress and/or the Council of the District of Columbia.

Once this new entity controls the 300-acre site, the predevelopment process can begin. The success of the redevelopment effort will depend

largely on identifying and selecting a top-quality master development team. The redevelopment authority should use a request for qualifications (RFQ) procurement process. The panel also considers the RFQ process to be the most effective tool for establishing a partnership between the city and the developer. The RFQ process must ensure that the negotiation process that defines the initial agreements—and any other process instituted for resolving issues—does not become time consuming and uncertain, since a long, drawn-out process can cause lenders and developers to lose interest.

The RFQ will be the opening phase of extended negotiations. All decisions or actions should be made in that strategic context, with clear expectations reflected in the RFQ. Certain additional problems also need to be addressed in the early planning phase. For example, because both federal and local agencies will be involved in the design and development review process, without significant coordination this process could become overly time consuming and could lead to inconsistent results. Consideration, therefore, should be given to truncating and clearly defining a new review process for this uniquely large and complex redevelopment venture.

Ensuring the availability of adequate funding will be essential to maintaining and stabilizing the site's structures and grounds through a transition period, until the federal government transfers control of the West Campus to the District and establishes a Saint Elizabeths redevelopment authority. A reasonable source of funding during the transition could be made available through HHS or GSA transfer of already approved funds.

Required Legislation

Legislation establishing the redevelopment authority should clearly establish the priority of the Saint Elizabeths redevelopment initiative so as to expedite the required participation of the myriad federal and local agencies that may become involved in the process, often with conflicting responses that may necessitate reconsideration by agencies from which approval already has been obtained. Because the Saint Elizabeths site is unzoned and should be placed on the District of Columbia Inventory of Historic Sites in the imme-

diated future (it already is a National Historic Landmark), the list of agencies and other government entities that may be involved include the Advisory Council on Historic Preservation (an independent federal agency), the U.S. National Park Service, the National Capital Planning Commission, the Commission of Fine Arts, the District of Columbia Historic Preservation Review Board, the mayor's agent for D.C. Law 2-144, the District of Columbia Zoning Commission, affected Advisory Neighborhood Commissions, the Council of the District of Columbia, and others. Given the complexities of the site and the economic constraints, the lack of a coordinated approval process will undermine any chance of success.

The Mental Health Facility

While the redevelopment authority must have the expeditious cooperation of local and federal agencies, its relationship with the mental health hospital is one of utmost importance. The District of Columbia's Comprehensive Plan designates the Saint Elizabeths site as a "special treatment area." Because of this designation, the Comprehensive Plan states that redevelopment of the site cannot occur unless and until issues affecting the treatment and housing of the mentally ill at Saint Elizabeths Hospital are resolved. A resolution of those issues—which will provide for the transfer of patients on the site to a new facility at the eastern edge of the East Campus—is in the process of being finalized. Nevertheless, the redevelopment of Saint Elizabeths must be responsive to the existence of the new facility, the treatment of patients, and the historical use of the Saint Elizabeths site, as well as its effect on patients and their families.

Community Participation and Communication

Saint Elizabeths is a place of enduring historic and social importance to the community, which includes not only the site's immediate neighbors but also the entire city of Washington, D.C. New development on the campus will affect the social and economic fabric of the community east of the river and will require constant nurturing of community relationships.

While the redevelopment authority must engage in a collaborative process with the master developer, its future success can be assured only if it



Dramatic views from “the Point” on the West Campus include the U.S. Capitol and other government buildings.

also establishes communication with all those affected by the redevelopment of Saint Elizabeths at the same time. This includes prospective residents, all federal and local agencies affected by the site’s redevelopment, the surrounding community, and the hospital’s staff and patients. Regular written reports to the government, the existing Saint Elizabeths community, and the surrounding community—as well as regularly scheduled meetings and the maintenance of an interactive Web site—will help ensure adequate communication.

Benefits of Successful Redevelopment

While the challenges and potential roadblocks are complex and varied, the benefits of a successful redevelopment of Saint Elizabeths are significant. Although the panel could not quantify the financial potential of this redevelopment, it should result—at a minimum—in a significant increase in the tax base of the surrounding community of Ward 8 and the entire District of Columbia. A thoughtful planning process will ensure that the city and its residents reap all possible benefits of redevelopment.

The city has additional opportunities to share in the successful preservation and redevelopment of Saint Elizabeths and to be a real partner in the benefits of that effort. The development program suggested in this report requires the city to establish a long-term relationship with a master devel-

oper similar to those set up to privatize military bases, where such redevelopment structures were created in response to base closures. This relationship with a master developer should be structured in a way that will serve as a useful framework for the city, and should recognize the city’s “equity” participation.

Using traditional real estate partnership and investment structures that join developers with equity providers, the city and the master developer should create a Saint Elizabeths Limited Liability Corporation (LLC), in which the city would become a member with specific interests and rights. Such a relationship would allow a private master developer to act as the managing member and implement the development program, while providing the means for the city to participate in development decisions and obtain a return on its equity investment of the land and buildings.

The LLC

This structure offers the city an opportunity to share in the financial rewards of a successful redevelopment effort and to direct those rewards back into the surrounding community. The LLC structure should specify a method for funneling proceeds to address other development needs. Equity proceeds intended for the city could be directed to fund other east-of-the-river housing and commercial needs, through the deposit of such funds into a

Timely maintenance is required to protect the interiors and exteriors of historic buildings from further decline.



“community account” established and maintained for such purposes.

The city should consider the following options for securing its interests in any joint venture created with a master developer:

- Require utilization of the planned unit development review process;
- Require the master developer to prepare design standards and submit them to the city for review and approval;
- Establish periodic inspections by the city to monitor compliance with the design standards;
- Incorporate the agreed-upon site plan and procedures to amend the plan in response to changes in needs; and
- Establish criteria for the master developer to use when selecting subcontractors and other developers.

The financial rewards of development of the Saint Elizabeths site can be enhanced through careful planning with the redevelopment authority and the master developer. The city must provide the master developer with the maximum opportunity to utilize tax benefits associated with the preservation of historic properties and open spaces as a means to offset the costs of development and maintenance. Doing so also will help protect resources deemed important to the city and the community.

The structure of the ultimate transfer of ownership—whether it is through deeded land transfers



or long-term ground leases—could depend on the uses specified in the master development plan. Long-term ground leases without a conveyance of clear title to owners of for-sale housing present a nearly impossible challenge to successful marketing. Long-term ground leases also complicate rental property, restricting financing options and decreasing the economic potential from either resale or tax benefits.

While long-term leases may be more politically appealing to those with emotional attachments to Saint Elizabeths, the up-front cash benefits of land sales and transfers to cover on- and off-site development costs might outweigh those pressures. The city’s ability to preserve the overall character of the West Campus, especially, would be better served by retaining public ownership of views—and perhaps spaces used by the public, such as the auditorium, “the Point,” and so forth—than by a mixture of land transfer formats.

The panel also suggests that the current property owners of both campuses, HHS and the city—and GSA, as a party-in-interest and the soon-to-be disposal agency for the West Campus—respond to the serious physical damage that already can be

seen in buildings on both campuses. The courts can view “demolition by neglect” or “anticipatory demolition” of buildings within a National Historic Landmark site as a serious matter.

Section 110(f) of the National Historic Preservation Act establishes a higher standard of care to be exercised by federal agencies when considering undertakings that may directly and adversely affect National Historic Landmarks. Agencies are directed to undertake, to the maximum extent possible, such planning and actions as may be necessary to minimize harm to such a landmark and to provide the Advisory Council on Historic Preservation a reasonable opportunity to comment on such proposed actions. This suggests that all parties should expedite a resolution of all title/owner-

ship matters and proceed to the redevelopment process as soon as possible.

Financial benefits aside, the opportunity to use the Saint Elizabeths site to knit together the fabric of another gateway to the community east of the river cannot and should not be lost. The site’s wealth of historical and social treasures should not continue to be hidden behind the walls and restrictions now separating the community from these assets. Cooperation, expeditious decision making, and risk taking by the federal and District of Columbia governments can unlock these treasures and begin a new period in the life of this special place.

Planning and Design

The Saint Elizabeths Campus occupies more than 300 acres and contains a fine collection of buildings dating from 1852. The buildings represent many different architectural styles and are indicative of the evolution in the treatment of the mentally ill. As one would suspect of a facility that has been in operation for 150 years, its buildings also present a variety of construction types. Many structures remain in active use, while others have been closed and are deteriorating rapidly. Some key structures are on the brink of collapse. The following discussion addresses existing conditions within the context of the panel's proposal to establish distinct campus areas and specific sites for potential redevelopment.

Architectural and Historic Significance

Constructed in 1852, the Center Building contains nearly 340,000 square feet of space in a linear form that may be adaptable for a number of institutional uses.

The entire Saint Elizabeths Campus is an integrated mental health complex. For this reason, it is included in its entirety in the National Register of Historic Places. Both the eastern and western tracts embody concepts and practices in the development of mental health facilities from the mid-1850s well into the 20th century. The most significant

development occurred between 1852 and 1940. The entire site was listed on the National Register in 1979 and was declared a National Historic Landmark in 1990.

The hospital, originally called the Government Hospital for the Insane, is significant—as an institution—because of the role it played in the development of methods to protect and care for the mentally ill in the United States. It also represents the transition of mental health care from confinement to treatment, through its incorporation of the linear building form—in which wings extend off a central building in echelon—recommended by Thomas S. Kirkbride, a mid 19th-century physician and pioneer in the design and administration of mental hospitals.

Architecturally, the various building complexes are significant because they represent the development of institutional architecture over almost an entire century. In addition, individual buildings serve as important examples of American architecture and the architecture of health care facilities. Buildings on the Saint Elizabeths Campus represent the Gothic Revival, High Victorian Gothic, and Period Revival eras. The original portions of the Center Building, for example, are significant as an excellent rendition of American Gothic Revival architecture.

The hospital's grounds are as significant as its buildings, since the placement of the buildings and the types of landscaping features used were key elements of Kirkbride's planning philosophy. The grounds around the Center Building were designed in the romantic style, with meandering walkways, flower gardens, vegetable gardens, and stables (the Dry Barn and the Horse Barn). A stone and brick wall enclosed this portion of the grounds along Martin Luther King, Jr., Avenue, S.E. (MLK Avenue). This wall is identified as a significant structure and a contributing component to the National Register nomination.



A variety of special-use buildings supported the hospital. Any reuse plan should give equal consideration to these buildings, most of which are located on the grounds that fall between the four campuses discussed later in this section. Examples of the important structures worthy of sensitive treatment in any adaptive use plan for Saint Elizabeths include the following structures:

- *Gate House #1.* Although it has been modified from its original Victorian appearance, this late 19th-century building is still an important structure and, by virtue of its location at the main entrance to the grounds, a significant feature of the overall complex.
- *The Fire House.* The tower of the Fire House is one of the key recognizable landmarks on the West Campus.
- *The stables.* The Dry Barn and the Horse Barn are an important link to the hospital's agricultural past and are among the largest farm structures remaining in the District of Columbia. Although the panel observed that the stables are seriously deteriorating, every effort should be made to save and creatively reuse these links to the past.
- *Individual cottages.* Structures like the Burroughs Cottage should be incorporated into the final reuse plans.
- *The Power House.* Because of its location and the potential cost of its refurbishment, the panel found it difficult to envision an appropriate reuse for the Power House; nonetheless, this complex is an important component of Saint Elizabeths and is highly visible from parts of the District.

These individual structures—as well as others that are important to the historic and architectural fabric of Saint Elizabeths—should be saved and creatively incorporated into the master plan for the reuse of this facility.

Redevelopment Opportunities

In an effort to integrate the redevelopment of Saint Elizabeths into the surrounding community of Ward 8, the panel graphically illustrated poten-

tial development opportunities, as shown on the development assessment diagram on page 21. The panel recommends the development of four distinct campuses, two located on the existing West Campus and two on the East Campus. In addition, the panel identifies appropriate sites for new construction and potential linkages among the property and adjacent sections of Ward 8.

Four Distinct Campuses

Future redevelopment should take place in four campus areas. Within the West Campus—defined as the area of Saint Elizabeths located west of MLK Avenue—development activity should be concentrated at the Center Campus and the Administrative Campus. Redevelopment activity on the East Campus—the area east of MLK Avenue—should occur at the Maple Square Campus and the Oak Drive Campus. (All campus names used in this report are for reference purposes only and have been determined by one or more significant features of the area.) The panel determined that organizing redevelopment in specific areas, and thereby concentrating development activity, allows for greater control and protection of historic resources, including buildings, landscaping, and view corridors. Establishing four distinct campuses further allows for the assessment of the adaptive use potential of single historic structures and groupings of historic buildings. The campus boundaries were further determined by natural land features and existing development.

The Center Campus. This consists of the area surrounding the Center Building, an imposing, nearly 340,000-square-foot structure built in 1852, and includes the other original hospital buildings oriented to the Center Building. The campus includes the hospital's original bakery and creamery, the upholstery shop, the dining building, and Atkins Hall. These are the oldest buildings on the Saint Elizabeths Campus, having been erected between 1852 and 1880. All were built under the leadership of the hospital's first superintendent, Charles Nichols.

The noted architect Thomas U. Walter, the designer of the dome of the U.S. Capitol, designed many of these buildings in a Gothic Revival style. The buildings were planned to reflect the most progressive thinking of the times and thus adhere



The existing campus at Saint Elizabeths.

closely to the recommendations for building design espoused by Kirkbride, who promoted setting patient rooms along wide corridors that afforded regular opportunities for casual socialization.

The Center Campus contains some of the site's more challenging buildings, in terms of their potential for efficient and creative adaptive use. The Center Building, for example, contains a series of exterior perimeter masonry bearing walls and interior masonry bearing walls that create a central double-loaded corridor. This design limits flexibility in allowing for the reconfiguration of spaces for future users.

The Center Campus also is home to several culturally and historically significant places. Two examples include the Center Building room in which the poet Ezra Pound lived during his stay as a patient and Building 30, now known as the Detached

Nurses Home. Constructed in 1867, Building 30 was the first facility in the United States built to house mentally ill African Americans.

The Administrative Campus. This campus contains the collection of buildings erected in a four-year period—from 1899 to 1903—under the direction of Superintendent Alanzo Richardson. During this brief period, Richardson—working with Shepley, Rutan, and Coolidge Architects—built the bulk of the remaining structures west of MLK Avenue. The buildings' architectural style evolved from Gothic Revival to American Collegiate Georgian. This section of the campus also contains some of the property's most interesting landscaping, with many oak trees that are several hundred years old.

The Maple Square Campus. Centered around Maple Square on the east side of MLK Avenue, this cam-



pus is composed of a number of grand hospital buildings erected from 1920 to 1930 under the supervision of Superintendent William White, who ran Saint Elizabeths Hospital from 1903 to 1937. As one would expect of more recent structures, these buildings offer better adaptive use opportunities than the earlier masonry bearing wall buildings. These newer structures tend to have exterior bearing walls with interior columns. Many have concrete frames and most feature high ceilings and ample, operable windows. Furthermore, the grouping of buildings in the Maple Square landscape suggests a series of symbiotic structures that might readily house an institute, government offices, or an office park.

The Oak Drive Campus. Also located east of MLK Avenue, this campus contains some of the most recent buildings at Saint Elizabeths. The structures here that have been identified as contributing to

the historic character of the property were built between 1935 and 1943 under the direction of Superintendent Winfred Overhalser. The eight identical buildings known as the CT buildings constitute the bulk of this potential campus area. These generally are the most readily adaptable buildings on the Saint Elizabeths grounds. With a concrete structural system that relies on columns rather than bearing walls for support, they could easily accommodate a variety of residential, commercial, and institutional uses. It should also be noted that this campus lies within the most accessible portion of the property, near the Congress Heights Metro station.

Sites Appropriate for New Construction

The 1991 letter of nomination for the Saint Elizabeths Campus as a National Historic Landmark property noted that the campus's venerable build-

The Horse Barn (right) is a particularly charming example of a historic farm structure that could be adapted for housing, retail, or commercial uses. The Fire House (far right), with its clock tower, is a key feature of the West Campus.



ings, grand landscape features, and views to and from the hospital all contribute to its historic status. Keeping these facts in mind, the panel identified eight sites where new construction might be appropriate. Each site requires additional study by the master plan architect and the master developer to ensure that they are indeed suitable for new development. The first five of these sites are located west of MLK Avenue, while the last three are located east of MLK Avenue.

The Greenhouse Site. The area north of Gate House #1 and west of the existing greenhouses appears to be a desirable site for new development. Its approximate boundaries extend from the landscaping along Cedar Drive and Golden Rain Tree Drive north along the northern property line. The panel feels that this site could be developed in a manner respectful to the significant existing landscape features. Most of the 20th-century greenhouse structures could be removed, although the oldest greenhouse—with its distinctive rectangular brick chimney adjacent to the wall separating this area from MLK Avenue to the east—should be preserved.

Any plan for development on this parcel also should incorporate the Burroughs Cottage. Development should not infringe upon the area commonly referred to as “the Point,” which offers dramatic views of the District of Columbia and Virginia.

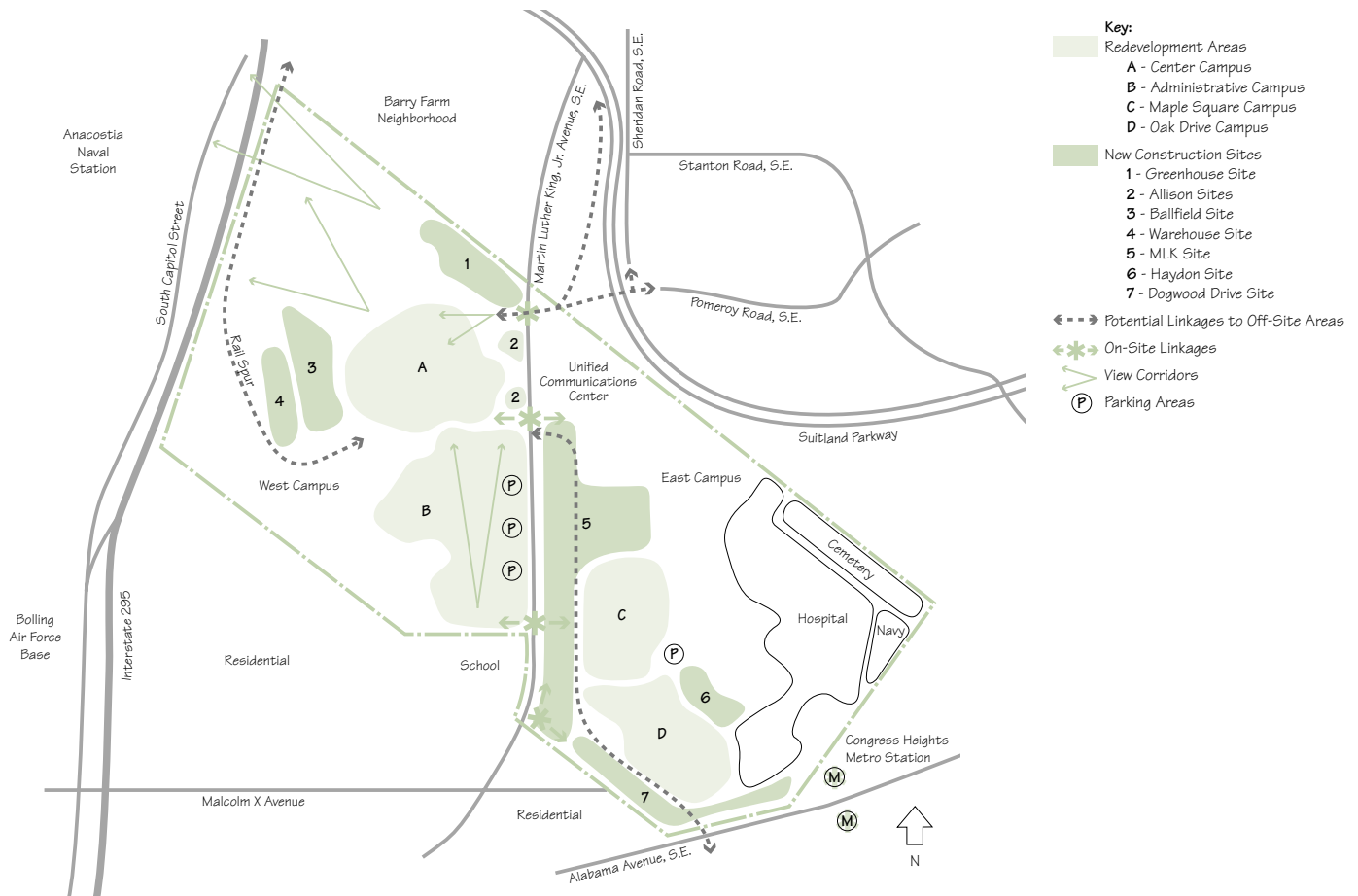
The Ballfield Site. Immediately west of the Center Building is the site of the original John Howard buildings, which were demolished in the mid 20th century. The site now consists of a former ballfield and two nondescript maintenance buildings. This

level parcel of land appears to be appropriate for new development. Planners should ensure that any new development on this site is sympathetic to the nearby Center Building. The panel is aware that, historically, there has been a large building complex on this site. Like the greenhouse site, this parcel is visible from other portions of the District, so its reuse will require sensitive design considerations.

The Warehouse Site. Immediately west and downhill from the ballfield is a site now occupied by the warehouse complex. Located at a lower elevation than the main hospital grounds, it has never been occupied by historically significant structures. The fact that new development here will not be visible from the Center Campus increases the opportunities for its use. Furthermore, this site may be accessible directly from South Capitol Street if it proves feasible to convert the existing abandoned rail spur into an access road.

The Allison Sites. In addition to these three larger sites, the panel believes that two parking lots adjacent to and east of the Allison buildings might be suitable for smaller infill development. One site is directly across the road and south of Gate House #1, while the second is in the parking area by Gate House #2. Both sites back up against the historic wall along MLK Avenue that separates the East and West campuses.

The MLK Site. The largest development site on the entire Saint Elizabeths Campus is the land along the east side of MLK Avenue. This includes the land currently occupied by the chapel as well as the 1940s Dorothea Dix Building, which is scheduled for demolition. This site represents a consid-



erable opportunity to accommodate many types of new uses, with potential direct access to MLK Avenue. Special care will be required to protect some of the trees in this development area. The stables also should be incorporated into the development. The panel finds this to be the best location on the grounds of Saint Elizabeths for new development to occur.

The Dogwood Drive Site. The panel believes that the strip of land south of Dogwood Drive also represents an excellent opportunity for new development, particularly if the new construction is designed as a transition between the even-

tual new uses on the Oak Drive Campus and the existing residential community south of Alabama Avenue.

The Haydon Site. The site now occupied by the Haydon Building, which has been declared surplus to the needs of the hospital and is not an historic structure, represents another potential development area. The panel believes that this site should be designed to support new development associated with the Oak Drive Campus. This southern portion of the East Campus suffers from a relative lack of surface parking, and the Haydon site also might be used to address this deficiency.

Development assessment diagram.



The attractively landscaped Maple Square (far left) is surrounded by buildings constructed in the 1920s that help establish a natural campus setting. The support building at left, located west of the Administration buildings, exemplifies these structures' historic and architecturally significant features.

One potential residential development site (right) lies beyond some of the original greenhouse buildings. The historic wall (far right) along Martin Luther King Avenue, S.E., forms the northeastern boundary of the greenhouse development site.



Possible Linkages to Surrounding Neighborhoods

The panel was asked to study potential improved connections among the Saint Elizabeths Campus and the neighborhoods of Ward 8. While such linkages are needed and highly desirable, they will not be easy to achieve. In spite of the difficulties of topography and preservation, potential linkages nevertheless should be encouraged. It should be noted that Saint Elizabeths was established prior to the development of the rest of Ward 8, when the only road south of the Anacostia River was Indian Trail, which ran along the ridge that later became MLK Avenue. When development eventually came to this area, the hospital's boundary was treated as a barrier against which roads terminated or as a border against which large land uses—such as the Hebrew Cemetery—might easily be located. Topography also limits opportunities for connections to adjacent neighborhoods. The deep valley now occupied by Suitland Parkway is a significant barrier along the northern boundary of Saint Elizabeths. Given these obstacles, the panel recommends further study of potential linkages.

Linkage North to Historic Anacostia. The abandoned rail spur that brought coal to the Saint Elizabeths Power House might be redeveloped into a connection directly linking the property to South Capitol Street. This should be considered as part of the redevelopment of the warehouse site. MLK Avenue will remain the principal connection from the north. The primary focus of future efforts should be to strengthen this connection. An opportunity may exist to connect Suitland Parkway directly to MLK Avenue along the existing Dunbar Road right-of-way south of Stanton Road. Ideally,

this new connection to Suitland Parkway could terminate on MLK Avenue at the existing Gate #1 traffic light. This would connect the new uses at the Saint Elizabeths Campus with the rest of Washington, D.C., and also would provide access to the new Unified Communications Center.

Linkage to the Northeast Portion of Ward 8. The panel noted that the elevation of Jamboree Street north of Suitland Parkway appears to be approximately the same as the elevation of MLK Avenue near the Gate #1 entrance to Saint Elizabeths. While many technical issues obviously must be addressed, the feasibility of a bridge connection (for both vehicles and pedestrians) between Jamboree Street and Gate #1 should be considered. Such a connection would allow westbound traffic on Suitland Parkway to use the existing off ramp to connect directly to Saint Elizabeths. More importantly, it would give the residents who live in the portion of Ward 8 located north of Suitland Parkway another convenient link to the southern portion of the ward. It also would put many households within walking distance of the future uses at Saint Elizabeths.

Linkage to the Southern Portion of Ward 8. The only existing link between the Saint Elizabeths Campus and the southern portion of Ward 8 is MLK Avenue. The panel feels that a link from MLK Avenue to Alabama Avenue along the southeastern edge of Saint Elizabeths is highly desirable. Not only would it provide a more direct link between two busy streets, but it also would improve public transit possibilities, shorten walking distances to the Congress Heights Metrorail station, and cre-



The ballfield site (shown at far left is the canine training area that supplanted the ballfield) is another area in which new construction would be appropriate. The Dorothea Dix building (left), constructed in the 1940s, is scheduled for demolition and is included in the proposed MLK development site.

ate connections between Saint Elizabeths and adjacent neighborhoods.

East/West Linkages Across MLK Avenue. An opportunity exists to establish several important links across MLK Avenue that would tie the West and East campuses together. As mentioned earlier, Gate #1 will remain one of the most important linkages. Gate #2—which currently is closed—should be reopened, since it affords access to the planned Unified Communications Center and Saint Elizabeths. A new surface connection at the location of the existing underpass connection (Redwood Drive), between the two campuses, should be studied. The proposed connection between Alabama and MLK avenues would offer additional opportunities to connect the surrounding community with Saint Elizabeths. It also would create a highly visible intersection that could serve as a memorable civic feature in Ward 8 and as a gateway to the new Saint Elizabeths Campus.

Design Goals and Strategies

Redevelopment strategies should respond to and utilize the campus setting and historic district designation. A management plan should encourage connecting Saint Elizabeths with the larger community. It should provide for alternative uses on development sites and for adapting historic buildings to contemporary uses. Its general goals should include the following:

- Preserve the overall character of the historic district;
- Strengthen the district's sense of place;

- Preserve and support mental health care services;
- Reinforce the campus's identity and gateways;
- Provide for safety and security while preserving the district's historic integrity;
- Establish a common vocabulary for the design of open space, roadways, parkways, street-scapes, and parking;
- Allow the repair and relocation of existing roadways and sidewalks to enhance the site's circulation and reinforce historic landscape features;
- Use landscape and building features to enhance historic views and vistas; and
- Allow utility and infrastructure improvements that are sympathetic to the historic character of the district.

The management plan's goals for historic and other existing buildings should be based on a hierarchy of recommendations, depending on the quality and significance of each particular property. It should:

- Preserve original or historically significant materials and architectural features;
- Repair rather than replace whenever feasible;
- When repair is no longer prudent, replace with compatible features or materials;
- Reinforce campus quadrangles and entrances to buildings and campuses;

Challenging topography can be seen southeast of the rail spur.



- Encourage adaptive uses of historic structures that support the building typologies while being sensitive to their character-defining features; and
- Allow for additions or alterations to historic buildings as needed to bring them up to contemporary standards.

The plan's goals for additions and new construction should include the following:

- Allow new building construction sensitive to the historic district;
- Construct additions that will minimize the loss of historic features;
- Attach additions to the rear or sides of contributing buildings, to minimize their impact on landscape features and the campus's historic character;
- Allow the expression of new and innovative ideas in medicine, architecture, and landscape architecture;
- Avoid a postmodern architectural vocabulary; and
- Repeat existing building massing, architectural elements, and open space rhythms to ensure compatibility.

The panel believes that demolition should be minimized and that it should be limited to secondary areas or areas of extreme deterioration. Any demolition should be planned carefully, to minimize its impacts on historic features and materials, as well as on building floor plans and site plans.

The panel also recommends that a series of walkways and roadways be developed, based on the

existing framework of paths and roads throughout the site. These routes could better link the Metro station to other areas of the site, as well as provide a cohesive and understandable road network. Transportation elements can be a tool to reinforce and link the campuses, landscapes, and potential park areas.

As discussed more comprehensively in the "Implementation and Development Strategies" section of this report, projects developed by private, for-profit users can utilize the 20 percent Historic Rehabilitation Investment Tax Credit, conservation easements, and various revolving loan funds—such as the National Trust for Historic Preservation's Community Partners Fund—to help finance capital improvements.

The Management Plan

The planning and management of the Saint Elizabeths Campus should be administered by a master developer, who will be selected by the Saint Elizabeths Development Entity (SEDE). The master developer should prepare a management plan that defines more clearly the protection of the campus's historic resources and the development opportunities that exist there. This management plan will impart certainty to what clearly will be a multidecade process. It will ensure continuity and consistency in the preservation of the site's historic resources, while reducing delays for individual projects.

Both the East and West campuses should be under the control of the master developer. The management plan should treat both campuses holistically, as a single entity. The entire property should be separated into four campuses, as discussed previously, which correspond to the evolution of the



The only link between the West and East campuses is Redwood Drive, which tunnels under MLK Avenue.

treatment of mental illness on the site. One or more conservation easements can be given to an agreed-upon agency that will manage the conformance of design and planning on the site within the framework of the management plan.

The redevelopment of the property under one management plan should strengthen its unique sense of place. The management plan is a tool that has been used successfully at other large institutional complexes, including the New York Hospital (formerly the Bloomingdale Asylum) in White Plains, New York, and Fort Sheridan, Illinois. Its purpose is to provide a framework for the preservation, restoration, and continued use of the campus's existing buildings and landscape. The plan also is meant to guide new construction, whether in the form of new additions to existing buildings or new independent structures.

The management plan should evaluate all of the site's resources, including buildings, landscape features, archaeological features, structures, roads and pathways, and so forth by using an "integrity analysis"—a careful assessment of the site according to a rating system developed to rank the levels of intervention allowed for each resource in relationship to the historic themes of the campus. This rating system would allow the site to be categorized and divided into a number of zones (typically four), with Zone 1 being the most inviolate and Zone 4 allowing the most development. Buildings will be categorized similarly, that is, in categories labeled Building 1 through Building 4. A set of design guidelines developed specifically for each category will identify the preservation and development tools allowed within that zone or building category, which may include preservation, restoration, sensitive adaptive use, rehabilitation, new construction, and/or demolition.

Design Guidelines

The design guidelines are a set of instructions for the designer, developer, and user, and outline what is permitted and what is not permitted within a zone or building category. They are the heart of the management plan. These guidelines should encourage the most sensitive use of the site and its buildings.

The important characteristics of each zone's properties will be identified, so that its buildings can be categorized by the level of preservation effort merited. The most intact buildings of primary historical and contextual importance should receive the highest level of treatment possible within the market context and should be prioritized within the Zone 1 and Building 1 categories. Each zone of lesser integrity will be allowed more significant alterations and development. All work will be performed in conformance with the *Secretary of the Interior's Standards for Treatment of Historic Properties*.

The guidelines should include separate directives on the attributes and building elements of structures. The attributes that should be addressed include size and shape, materials and colors, and methods and details. The building elements that should be addressed include entries, windows and doors, roofs and porches, and walls. Interior spaces also should be rated according to significance zones.

In addition, the guidelines should include separate directives on landscape attributes and elements. The attributes that should be addressed include location and orientation, configuration (size and shape), materials and colors, and lighting, signage, and infrastructure. Elements that should be addressed include landscape features, open spaces,

The cemetery at right, which dates back to the Civil War, is situated northeast of the John Howard Pavilion (far right), which will be replaced by a new facility that consolidates the mental health services of Saint Elizabeths Hospital.



roadways, walkways and paths, plantings, and parking.

Historic Resources Inventory

As another component of the management plan, the inventory of contributing buildings and landscape features listed in the National Register of Historic Places nomination form and the National Historic Landmark (NHL) designation must be refined and updated in conjunction with the National Park Service's National Historic Landmark Survey unit. This often is done when a large complex is being considered for development. The existing National Register inventory was completed around 1990 and does not clearly identify landscape features, boundaries, and exactly what is included in the NHL designation.

Regulatory Issues

One advantage of using the management plan as a planning and design tool is that it can be approved as an attachment to a memorandum of agreement (MOA) between the conservation easement holder and the state historic preservation office (SHPO), which in this case is the D.C. Historic Preservation Review Board. Actions then are reviewed by the conservation easement holder.

Review and Certification Procedures

The master developer should be charged with establishing a regular procedure to evaluate design and development proposals within the context of the management plan. It is imperative that the management plan and its design guidelines be enforced, thereby assuring design excellence and continuity throughout the entire campus. The

planning and design principles for the campus must seek to maintain a harmonious relationship among the significant buildings, landscapes, and features, both within their immediate context and within the context of the entire site. Piecemeal development should be discouraged.

The conservation easement agency charged with managing the design conformance should assign a professional adviser to implement the plan. The adviser must comply with the qualification standards established by the National Park Service and set forth in 36 C.F.R. Part 61 in the disciplines of architectural history, architecture, or historic architecture. All work—including all construction and landscape plans and detailed construction documents—must be approved in advance by a certified adviser, who must certify that all work (as well as the plans and drawings) conforms to the guidelines. Neither the developer nor anyone else may conduct any work without written approval from a certified adviser.

Any work that otherwise would be submitted to a SHPO or the Advisory Council on Historic Preservation for review under the provisions of previous MOAs or Section 106 review need not be submitted for additional review or evaluation of impacts, provided that such work has been certified. Any local approvals for design and construction, however, must be obtained separately.

The review and certification procedure discussed above is a regularly used protocol for large historic complexes. In essence, the master developer agrees to a process and guidelines that will be interpreted and self-enforced/certified by a professional adviser who is approved by the SHPO (the

D.C. Historic Preservation Review Board). Under the standard Section 106 process, each project goes through SHPO approvals.

With this type of management plan, however, the SHPO and conservation easement agency sign a MOA authorizing the professional adviser to interpret and approve projects *without* going through the Section 106 process. The purpose for employing a management plan (agreed to by the SHPO and the owner or easement authority) is that it replaces the standard Section 106 requirements. Under a prearranged schedule, the agency should submit work that has occurred to the SHPO for its information. This process is what makes the management plan a useful tool.

The Development Assessment Diagram

The panel's development assessment diagram (see page 21) illustrates the components of the potential redevelopment of the Saint Elizabeths Campus, as described above. This diagram represents the panel's recommendation for the entire site to be planned as one property under the control of the D.C. government, assuming the transfer of the West Campus from GSA to local control—an action deemed essential by the panel.

In an effort to benefit surrounding areas of Ward 8, any redevelopment of the site must consider linkages with the community. In this way, Saint Elizabeths can bring added benefits to the community in terms of additional jobs and housing and the various convenience services needed to support an expansion of activity on the site.

Surface parking is shown in scattered locations throughout the site and located mainly to serve areas of new construction. In addition, the Metro station creates added value for the property and provides increased development opportunities and additional convenience for users.



This ten-acre site, as seen from the west, has been designated for construction of the Unified Communications Center.

Concentrating redevelopment at four separate campuses will allow the preservation of extensive open space and the identification of sites for new development. A consolidated hospital facility is planned near the current John Howard Pavilion. Hospital facilities would remain primarily to the east of the ravine that serves as a natural barrier and would be located adjacent to the cemetery and the property under control of the U.S. Navy.

The diagram shows locations for possible linkages among land uses, both within the property and with adjoining neighborhoods. View corridors and significant landscaping elements would be protected. New construction is designated for areas where historic structures would not be affected.

The location of the Unified Communications Center (UCC) is indicated on the diagram along MLK Avenue near the northern boundary of the property. This is a prime site for new construction that benefits from good visibility and direct access. The planned construction of the UCC and the hospital emphasizes the need for an overall plan for the property so that future development is not constrained by preapproved projects and undertaken in a piecemeal fashion.

Market Potential

The panel has assessed the overall market environment and potential for various uses of the Saint Elizabeths Campus according to various determinants, such as location, ownership, historic resources, and the existing conditions of historic buildings. Developers interested in participating in the redevelopment of this property must embrace the concept of a single, unified development and must be mindful of the need to provide benefits for the surrounding community.

Treating the 300 acres of Saint Elizabeths and the adjacent community as a unified development is necessary since future users of Saint Elizabeths will have to travel through the adjoining neighborhoods. The perception of Saint Elizabeths in the marketplace will be affected by development-related changes that occur on site. To maximize market potential and identify the most appropriate and beneficial adaptive uses and new uses, the area beyond the boundaries of the property also should be incorporated into the planning and market analysis process.

Preliminary Site Assessment

This site is about vision: a vision for the future that identifies the types and intensities of uses permissible on the site and acceptable to the community. A vision for the site must overcome the constraints that limit land use options and turn those constraints into benefits that will attract developer interest. Investment—translated into redevelopment—will create new jobs and attract new residents.

Standing on the bluff at Saint Elizabeths, overlooking downtown Washington, D.C., and northern Virginia, it is easy to visualize the site's future. The current challenges of dual ownership, community distrust, lack of government cooperation, and the seemingly endless regulatory processes do not

block “the view of future” for this site. It is at “the Point” that the future is clearest and the market potential strongest.

Distinctive Site Characteristics

Views from the northeast part of the property are majestic and among the finest in the area, if not the nation. From the Point, the protected landscape and vista remains untouched by subsequent development at Saint Elizabeths. Panoramic views of the river, Virginia, and the monumental core of the District of Columbia are not affected by the challenges associated with a site located in southeast Washington, D.C., east of the river. These views represent a singular amenity that is valuable to the site and the surrounding community. Preservation of existing views is critical to the value of the site within the marketplace.

The establishment of Saint Elizabeths Hospital was a landmark in the mid 19th-century reform movement to provide both protective and healing care for the mentally ill. The history of Saint Elizabeths is an important part of the heritage of the District and the nation. It is this history, together with the site's physical attributes, that distinguishes the campus from its surroundings.

From the stone wall along MLK Avenue to the buildings behind the wall, Saint Elizabeths is a repository of architectural gems—including landmark-quality buildings from several eras, the earliest dating from the time of the Civil War—and pastoral landscapes. Yet the general public has not had a chance to experience this unique site. Opening the property to the public will create a strong selling point that will enhance its position in the market. In addition to its distinctive buildings and other historic resources, some of the site's trees probably date back to the birth of the nation. The preservation of important landscape features is another amenity that will add to the character of a redevelopment plan.

The Saint Elizabeths site also presents an opportunity for many people to live or work within minutes of their jobs. The site is served by Interstate 295 and Suitland Parkway via local streets and by two Metrorail stations, Anacostia and Congress Heights, with the Congress Heights station located at the southern end of the property.

D.C. Market Characteristics

Market potential is dependent on regional job growth and demand. The Washington, D.C., regional economy has grown consistently and recently has led the nation in job generation, increased housing values, and delivery of new units.

But the District of Columbia has not always benefited from this regional growth and prosperity. In fact, the District has lagged behind surrounding states and neighborhoods, which experienced significant increases in employment and economic conditions. A 30-year decline of the District's population—from 755,087 in 1970 to 572,059 in 2000—put a stop to residential development, slowed office construction, and recently was further challenged by the downturn in federal jobs.

The causes of this decline were many. They include crime, the quality of the public schools, the District's tax structure, the lack of retail services, and the federal government's shift to purchasing outside goods and services.

Today, however, it appears that this bleak period has ended. Since 1995, the District's population has grown. Crime is down. The financial condition of the city is on the rebound, bringing confidence back to the D.C. government. People's desire to live in the city has never been greater.

Other factors also are having an impact on the increase in jobs and interest in living in the city. Workday and weekend commutes to downtown are becoming longer and longer. The demographics of those looking for housing has shifted from the traditional family (a married couple with two children) to singles, empty nesters, unmarried parents, and same-sex couples seeking living choices that are less dependent on the quality of public schools, but that offer access to the Dis-

trict's cultural amenities, unique neighborhoods, and urban lifestyle.

The District is actively planning new office, residential, and mixed-use developments in a variety of neighborhoods, including the downtown, Southeast Federal Center, Buzzard's Point, southeast along Pennsylvania Avenue around the former D.C. General Hospital, and now at Saint Elizabeths.

D.C. Market Advantages

In addition to these market factors, the city also offers a variety of incentives to attract residents. These incentives—which create an advantage for the District over other jurisdictions—include the following:

- Home finance assistance for low- and moderate-income residents;
- Downpayment assistance for low- and moderate-income homebuyers, in the form of grants up to \$25,000;
- Federal first-time homebuyer tax credits of \$5,000;
- Programs offering low-interest financing;
- Legislation granting the District the ability to obtain quick title to residential properties; and
- Fannie Mae's \$1 billion House Washington Initiative.

A picnic area near “the Point” exemplifies the serenity that can be found at numerous places on the Saint Elizabeths Campus.



Demand for both rental and for-sale market-rate and affordable housing within the District is strong. Average prices for single-family houses have increased annually, and condominium sales also are expanding. Households are small, with three-fourths having two or fewer persons and 41 percent consisting of only one person. The District's population is expected to increase significantly over the next decade.

This population growth justifies the consideration of residential and institutional/office uses at Saint Elizabeths. If the District hopes to capture additional population, it will have to increase its share of new residential construction by creating more than 15,000 new units in the next decade. This housing will be needed to accommodate the forecasted increase of 27,000 people over the same ten years.

Saint Elizabeths Market Characteristics

Saint Elizabeths is located in Ward 8 of the District of Columbia. Seventy-four percent of the land in Ward 8 is occupied by public facilities, including Bolling Air Force Base, Anacostia Naval Station, the Naval Research Laboratory, and National Park Service property along the Anacostia River. Ward 8 enjoys some natural features unique to the area, such as wooded slopes, hills, expansive open spaces, and views overlooking both the Anacostia and Potomac rivers.

Despite the significant federal presence, the neighborhoods of Ward 8 have not benefited from the substantial growth of the regional economy or from this federal presence. Since the urban renewal activities of the 1960s, the area has seen a major influx of low- and moderate-income households and a loss of retail/commercial services. This has resulted in an overabundance of public and affordable housing and high levels of poverty. Yet, a tremendous commitment by the residents to their community and to Saint Elizabeths is evident.

The first challenge is to overcome the perceptions attached to the Saint Elizabeths Campus location. Many people see a location in southeast Washington, D.C., or in Anacostia as an undesirable place to live, work, or attend school.

According to the demographics of the 2000 Census, Ward 8 has the lowest median income, the highest unemployment rate, and the highest number of single-parent households in the city. In fact, the median household income for the ward is more than 35 percent less than the median income for households citywide.

More than 70 percent of the housing in Ward 8 consists of rental units, and it therefore follows that the ward also has the lowest number of homeowners of any of the city's eight wards. With 28,860 housing units, Ward 8 is ranked last in the total number of units but has the second-highest number of public housing units in the city. Despite these statistics, the panel believes that Ward 8—and, in particular, the neighborhoods surrounding Saint Elizabeths—have reason to hope for improvements in the future.

First, the city has committed more than \$900 million to projects for the area, including transforming thousands of public housing units into new, mixed-income communities under the U.S. Department of Housing and Urban Development's Hope VI program and providing schools, libraries, parks, and recreation centers. The two existing Metrorail stations, a new consolidated mental health facility at Saint Elizabeths, and the UCC all provide redevelopment opportunities that will bring new jobs and commercial/retail users to the area.

Today, Ward 8 can claim the highest number of construction permits issued in the city for new housing. New housing units and the conversion of rental units to condominiums will increase homeownership opportunities. Prices for new townhouses and condominiums now range from \$50,000 to \$160,000, with resales providing significant profits. The availability of new houses, townhomes, and condominiums also is attracting interest in homeownership among both new residents moving to the area and renters already living there, suggesting that even higher prices can be achieved if appropriately priced products are available.

The property at Saint Elizabeths has the potential to contribute to this community renaissance, since it offers opportunities unique to the ward: a

Figure 1
Market Potential

Land Uses	Potential Users
Federal Office Space	There are two areas of potential federal use: continued ownership and redevelopment of the entire West Campus as a federal center, and smaller lease opportunities in specific buildings on the West or East campus.
Mental Health Facilities	The District of Columbia's mental health care needs are compatible with the new hospital facility and office redevelopment at the East and West campuses.
General Office Space	More than 1 million square feet of space is divisible into small offices for a large number of users.
Institutional/University	Large, campuslike historic areas could accommodate university classrooms, offices, and housing, thereby providing a distinct image.
Commercial/Retail	Sites with good visibility along Martin Luther King Avenue will attract residents from the surrounding community as well as on-site users.
Arts, Cultural, and Religious	Opportunities exist to utilize special places, such as Hitchcock Hall, the theater, the ballroom, and the chapel.
Social Service Agencies	Agencies that serve the homeless, drug rehabilitation facilities, and halfway homes could be accommodated.
Residential	Opportunities exist to develop single-family detached, single-family attached, and multifamily housing designed to serve the identified market (including seniors).
Resort/Conference Center	Large historic buildings and supporting structures could create a conference destination.

Source: ULI panel.

campus-type setting for office or institutional users; easy access to and from Suitland Parkway and I-295; large development sites for new retail, office, or residential uses (including housing for seniors); unique landscaped settings; a varied collection of historic buildings suitable for adaptive use; and large sites suitable for new housing. With the addition of new employment and/or housing, additional service-based retail development would become feasible and could serve the needs of both new users and the general community.

Saint Elizabeths Market Opportunities

Redevelopment of the Saint Elizabeths property must take into consideration a number of potential users/markets, as illustrated in Figure 1 on this page.

A review of the inventory of available land and buildings was necessary to determine the potential density and character of redevelopment. The property consists of 300 acres bisected by MLK Avenue.

The East Campus, controlled by the District of Columbia government, contains approximately 118 acres. The property currently is used by the D.C. Department of Mental Health Services (DMHS), which will continue to operate mental health facilities on the property until it completes construction of a replacement facility located on

the property to the east of the Metro station and the ravine. New construction will allow DMHS to consolidate its operations. Vacated buildings then will be available for other uses.

The historic buildings on the East Campus have simple building forms, interior structural grids, light, and ventilation that make the structures well suited for office, institutional, and/or residential uses. In addition to these buildings, reclaimed land also can be made available for new uses after vacant, nonhistoric structures are removed. The relocation and consolidation of the mental health facilities in a concentrated area will remove the potential negative impact of these facilities.

The West Campus contains approximately 182 acres and is physically separated from the East Campus by MLK Avenue and the historic wall. This campus contains the largest number of historic buildings and protected landscaping and view corridors. Within the campus, two areas are defined by the historic buildings: the newer Administrative Campus along MLK Avenue and the original hospital buildings surrounding the Center Building. A total of approximately 1.2 million square feet of space is available for adaptive use. Further study is needed, however, to determine the adaptability of the 61 buildings for office or residential use. A number of small infill sites and three larger areas offer new development opportunities.

Architectural details and design quality are evident in these pedestrian spaces that connect buildings. The building below typifies those situated around Maple Square.



Adaptive Use Opportunities

Historic preservation requirements and the forms of the existing buildings will have a significant impact on the market potential for and interest in the Saint Elizabeths site. The panel's evaluation of potential market interest is discussed below.

The newer buildings (those constructed in the 1930s and 1940s) in the southern part of the East Campus have simple forms—concrete structures and frames, 15-foot grids, and good light and ventilation—that make them suitable for reuse as office or residential properties. These include the following buildings:

- CT buildings 86, 88, 89, 94, 95, 100, and 106–111 have small, simple floor plates that could be divided easily into offices or, with additional modifications, could be converted into residential units. These buildings' 15 by 9 by 15-foot floor plates also would result in efficiencies and construction costs that would make them competitive with traditional office fit-out or residential rehabilitation. (The Haydon site,

located east of the CT buildings, could provide surface parking and/or other new uses nearby.)

- The Maple Square buildings include three larger structures with floor plates and circulation that suggest their redevelopment for office/institutional uses. The buildings also could be redeveloped for residential uses; however, the cost of installing plumbing and ventilation for kitchens and baths would increase the cost for residential space in these buildings above traditional rehab standards. Adequate parking areas for office or residential use appear to be available to the east of the buildings.
- Buildings 82 and 83 (the stables, also known as the Dry Barn and Horse Barn) are unique building forms that are well suited for adaptive use as housing or retail space or for community use.

The West Campus's newer buildings (those dating from the 1930s and 1940s) have larger building forms with stronger center entry and interior hall systems. These buildings, with their concrete structures and frames, 15-foot grids, and good light and ventilation, also are well suited for reuse as office or residential space. They include the following:

- Administration buildings 72, 73, 74, and 75 have a center hall design with strong internal circulation systems and interiors that contribute to the buildings' historic significance. These large buildings have a structural/hall system appropriate for office/institutional use. While residential use also is feasible, greater creativity would be needed to maximize the efficiency of the buildings.



The Administration Building (far left), located on the West Campus off Redwood Drive, would serve as a focal point of the proposed Administrative Campus redevelopment. The chapel (left), located near Gate #4 on the East Campus, is a valuable amenity that currently is used for public forums as well as religious purposes. Hitchcock Hall (below), one of the special-use spaces at Saint Elizabeths, contains an auditorium that could serve as an amenity for the site and for the community at large.

- Support buildings 60, 64, 66, 68, 69, and 70 are of a scale and have layouts conducive for residential or office/institutional use.

Older buildings on both campuses consist of a wide range of building types, forms, and sizes. A variety of features will make adapting them for reuse a challenge. These include the following types of structures:

- A number of cottages and other buildings could be easily adapted for use as single-family detached houses.
- Small-scale (two- to three-story) buildings with domestic forms would be suitable either for residential use or as small institutional/office space if they are redeveloped as part of a larger institutional campus.
- The Center Building—a huge (almost 340,000-square-foot), extremely long structure with small interior spaces and large, monumental hallways—presents some challenges to redevelopment. If the structure's interior circulation/hall system is retained, only 50 percent of the building will be usable, which would markedly increase construction costs. The building's size makes it suitable for either a large institutional user that can address the high cost of redevelopment or an inventive adaptation for residential use that would restructure the circulation pattern into more vertical units/relationships. The building form will result in high construction costs for residential, hotel, or office/institutional uses.



- A number of special-use buildings, including the chapel, Hitchcock Hall, and the ballroom—as well as maintenance and support buildings—could serve as an amenity for the site and for the community at large.

Market Potential for Adaptive Use. Each building's market potential is influenced by the structure's original use. Buildings that were designed for industrial and infrastructure-related uses (such as storage and mechanical/electrical uses) are not suitable for residential, office, or institutional use. Other structures have different levels of potential use, based on market standards for common space versus usable/rentable space.

The panel was able to estimate an efficiency factor based on potential usable area. It did so by estimating a building's gross square footage, adaptable square footage (some buildings have little likelihood of reuse), and a net factor that suggests the amount of usable space in the structure, given internal circulation, structural system, and/or life safety considerations, among other factors. By ap-

plying this factor, the panel was able to estimate a building's potential usable net square footage.

The results of this exercise indicate that the total square footage in the East and West campuses has efficiencies that may be less than 55 percent. This is significant, since the cost of construction-related improvements must be based on a building's gross area. Money must be spent to rehabilitate the entire building—the gross square footage—but only the net usable area can be leased or sold. In typical office leasing or residential condominium development, developers generally expect efficiencies above 75 percent, and more typically above 85 percent. Thus, for investment purposes, usable area must be increased to create a higher percentage of leasable/salable area.

New Development Opportunities

A number of existing buildings on the property are not adaptable for residential, office, or institutional uses, and should be removed to create sites for new development. There are five general areas in which demolition would make available sites large enough for new construction, thus making development most feasible financially in these areas, which include, on the East Campus:

The MLK Site. Removing a few historically insignificant buildings (including the Dorothea Dix Building, which already is scheduled for demolition) along MLK Avenue would make approximately 14 acres of land available for new commercial, office, or retail uses. With direct access from MLK Avenue, development on this site could include retail services that will support the surrounding community as well as Saint Elizabeths. Most demand for services and space, however, will come from the new development at Saint Elizabeths.

The Dogwood Drive Site. The area adjacent to the CT buildings offers an opportunity to create new row housing that would provide a transition and connection to the adjacent community and serve as a buffer between residential areas and the potential office/institutional uses of the CT buildings. This area also offers an opportunity to create a new road connection with the community through the property. Fifty new residential units could be built within these three acres.

Potential development sites on the West Campus include:

The Greenhouse Site. Located in the area of the plant nurseries off Cedar Drive is a five-acre flat, open space with exceptional views of the District and the river. A carefully designed residential condominium project that does not affect historic view corridors or historic buildings could add as many as 200 units of new mixed-income, for-sale housing. This site could be developed early on, since the property is vacant.

The Ballfield and Warehouse Sites. Located at the southwestern end of the West Campus, these eight- and five-acre sites, respectively, could be cleared for the construction of new office or condominium buildings. Building down the hillside between these two sites would provide exceptional views of the city while minimizing the impact of new construction on the historic setting and on views from other parts of the campus. This land could accommodate 350,000 square feet of new space.

Small Infill Sites. New cottages—similar to the existing ones—could be built on a number of small infill locations, located primarily at the Allison sites, around the West Campus. These areas could accommodate an additional ten to 25 new single-family houses.

Market Opportunities

Federal Office Use. The federal government has maintained a presence at Saint Elizabeths for 150 years, and still owns the 182-acre West Campus. Today, that campus's 61 buildings include approximately 1.2 million square feet of space, but only 550,000 square feet of that would be usable for modern office or instructional use. Making the space usable will require a significant investment to restore its historic properties and adapt the existing structures to meet life/safety, accessibility, and modern office standards. Two or three five- to eight-acre sites offer the development potential to accommodate 400,000 to 600,000 square feet of new space. Any development of new facilities on those sites, however, would be appropriate only after the sites' historic buildings have been preserved and adapted for reuse.

The reuse of property for office use also will create significant traffic and parking issues. The mental hospital did not need large parking areas, and the historic landscape and roadways were not designed for modern levels of traffic. Converting 800,000 square feet of space to office use will require the provision of 2,400 parking spaces, or 16.5 acres of parking (to provide three 300-square-foot spaces per 1,000 square feet of office space). Providing five parking spaces per 1,000 square feet would require more than 25 acres of parking. While some office users could be expected to commute via Metrorail, the West Campus, at its closest, is 1,400 feet from the Congress Heights Metro station, and the majority of users will work more than half a mile from the station.

As the region's largest office user and owner, the federal government presents a natural market for additional space at Saint Elizabeths. However, other major office areas within the District—including Buzzard's Point, Southeast Federal Center, Union Station, and space along the Pennsylvania Avenue and North Capitol Street corridors—also are seeking federal users. These areas may be more appropriate for large-space federal office users than Saint Elizabeths, since the West Campus would not accommodate them easily.

The panel finds that a continuing federal presence on the West Campus will not be as likely or as beneficial to the overall redevelopment of the property as some other uses might be. However, the panel believes that adaptive use on a lease basis of buildings on the East Campus could provide GSA with significant office opportunities. These locations are closer to the Metro station and adequate parking could be provided.

Institutional Uses. Strong demand for additional space by area universities appears to exist. The panel strongly recommends that these users be sought for a location on the site. In addition to the educational and cultural benefits of having a university or similar institution of higher education within the community, such institutions are a major employer within the District. Available data indicate that five of the top ten employers within the District are, in fact, universities.

In Howard University's July 2001 "Strategic Framework for Action II," the university identifies among its potential needs a replacement facility for its school of communications, a facility for its school of education, and a center for public service. The West Campus may be an ideal location for Howard University.

The University of the District of Columbia (UDC) might be another potential user of a portion of the site, and UDC's need for a satellite campus should be explored. In the future, other educational institutions within the District also may identify a need for satellite campuses. An education campus serving multiple institutions may be able to satisfy these institutions' needs for smaller satellite facilities. Other nonprofit institutions also may find the site's unique and historic qualities an enticement to locate there. The market potential of these institutions should be considered.

Specific buildings offer a variety of opportunities for campus development:

- The three Maple Square buildings offer floor plates and circulation patterns that are suitable for university use, as well as adequate parking to the east. These buildings are large enough to serve as a satellite campus of substantial size.
- While the Center Building would be suitable for faculty and administrative facilities, adapting it for classrooms, large studios, and laboratory space presents design challenges, as do construction costs related to an educational use. The Center Building's biggest challenge, though, is its sheer size, which would require a major commitment by a university user.
- The buildings on the Administrative Campus have center hall designs with strong internal circulation systems and interiors that reflect the buildings' historic character. These structures could readily serve the needs of one or more educational institutions.

None of the buildings mentioned here would be a first choice for student housing, however, because of the potential cost of their conversion to residential space.

Figure 2
Vacancy Rates in the District of Columbia (February 2002)

Submarket	All Office Buildings		Buildings Built After 1985	
	Rentable Space (Millions of Square Feet)	Vacancy Rate	Rentable Space (Millions of Square Feet)	Vacancy Rate
West End	3.6	2.0%	1.3	2.3%
Georgetown	3.2	4.1%	0.9	6.6%
Southwest	9.7	6.3%	3.5	2.3%
Capitol Hill	11.7	9.4%	5.3	7.3%
East End	35.3	5.1%	17.8	5.4%
CBD	37.7	6.3%	6.4	8.4%
Uptown	9.0	4.4%	2.8	2.7%
Total	110.2	5.9%	38.0	5.6%

Source: Realty Information Group, Inc./Co Star, ULI panel briefing book.

General Office Use. The Comprehensive Plan for Washington, D.C., places a priority on developing office space downtown. Recent construction has occurred around Franklin Square, Downtown East, and Judiciary Square. Areas where office development is not yet underway include the Southeast Federal Center and Buzzard's Point.

Despite the desire for new office space in the District, and the potential for new space at Saint Elizabeths, regional market demand has slowed after an extended period of growth. Before September 11, 2001, the commercial real estate market was the strongest economic indicator of the District's overall economic health, with about 100 million square feet of space.

In 1998/1999, almost 1.7 million square feet of new offices and renovations was completed and nearly 3.6 million square feet of similar space was underway. The District's new convention center was under construction and an additional 10 million square feet of new office, hotel, retail, entertainment, and cultural space was in either the planning or development phase.

Since 2000, office demand and net absorption have slowed. As of February 2002, only 171,000 square feet of office space had been absorbed and almost

4.6 million square feet was under construction or renovation. The vacancy rate—including current sublets—was above 7.6 percent, or 2.7 million square feet.

Based on a total rentable building area of 110.6 million square feet, the total available vacant nonsublet space was more than 6.5 million square feet. A major factor in the demand for office space is adjacency to Metro stations, federal agencies, courts, and Congress. The average asking rate for office rents in the market as a whole is more than \$38 per square foot.

The panel finds that significant constraints exist for developing office space at the West Campus. These constraints include the distance to the Congress Heights Metro station, the expense of adaptive use of the large historic structures, and the lack of adequate parking. The East Campus also is limited by its small floor plates, which are more suitable for small-space users. However, the panel supports the development of the MLK site for build-to-suit owners and tenants.

A Hotel/Conference Center. Although the Center Building holds potential for development as a hotel/conference center, the panel was unable to find market support for such a use. Further study is recommended.

Residential Development. As discussed above, the District's recent growth in population is directly related to the availability of a range of housing choices. Ward 8 and Anacostia contain few sites that could support the development of economically diverse housing. However, blighted areas within the ward are experiencing new demand for both affordable and market-rate for-sale housing. Saint Elizabeths, with its unique historic character, offers a large site near the U.S. Capitol where new residential neighborhoods—consisting of both adapted historic buildings and new construction—could help meet the current demand for additional housing within an historic campus environment.

The panel believes that the four campuses it has defined and the areas it has designated for new construction offer unique opportunities for housing. The panel has estimated the potential number

of units in a hypothetical buildout, as shown in Figure 3.

Mixed-Use Development. The panel considered the potential level of residential development, as presented above, and recommends a mix of residential development with supporting employment opportunities and retail and convenience services for workers and residents. Mixed-use development would attract both employment-generating businesses and residential buyers. With the West Campus planned for primarily residential development and the East Campus planned for a more employment-oriented mix of uses, a revised residential market potential of 1,100 to 1,200 units appears realistic.

During the coming decade, the District has forecasted demand for up to 15,000 housing units. This would suggest that Saint Elizabeths would have to capture more than 7 or 8 percent of the new housing market each year to achieve this level of residential development. This would present quite a challenge, unless an exceptional plan is developed that is able to leverage the site’s unique characteristics. The panel believes that Saint Elizabeths has the attributes necessary to create a market advantage for mixed-use development that includes a significant number of residential units. This premise is based on the following site advantages:

- A historic fabric that creates natural neighborhoods (campuses) of buildings with exceptional character;
- A large number of historic buildings suitable for adaptation to residential use;
- The opportunity to develop a diverse range of housing types, forms, and sizes, which could create a strong market position by offering a wide range of lifestyle choices for buyers and renters;
- A natural setting with unique landscaping and views;
- Adjacency to the District via Metro or car;
- Access to District and federal tax incentives for historic and open space preservation;

Figure 3

Estimated Residential Buildout

West Campus	Amount of Space	Number of Units ¹
Adaptive Use ²	574,000 square feet	521
Greenhouse Site Condominiums	220,000 square feet	200
Ballfield and Warehouse Site Condominiums	350,000 square feet	318
Infill Housing ³		25
Total West Campus	1,144,000 square feet ⁴	1,064
East Campus		
Adaptive Use	619,000 square feet	562
Dogwood Drive Site Townhouses	3 acres	50
MLK Site Townhouses	14 acres ⁵	196
Total East Campus		808
Total (If All Residential)		1,872

¹ Assumes an average unit size of 1,100 square feet.
² Estimated net square footage available for adaptive use of existing buildings times an efficiency factor of 55%, as previously discussed.
³ Assumes that up to 25 single-family houses can be built at scattered sites, mainly near Gate #1 and Hitchcock Hall and north of the Administration buildings.
⁴ Does not include infill housing.
⁵ Assumes a density of 14 units per acre.

Source: Realty Information Group, Inc./Co Star, ULI panel briefing book.

- The ability to provide services through new development of commercial/office space and cultural and community facilities in existing historic buildings; and
- The ability to strengthen the economic and social fabric of the community with a wide range of housing types for various income levels.

The redevelopment of Saint Elizabeths for residential and/or a mixture of residential and other uses will revitalize a part of the District that has been closed off and unknown to most of the region and the nation for the past 150 years. Redeveloping the Saint Elizabeths Campus will help preserve and sustain this unique historic treasure.

Conclusions

The panel recognizes that the District of Columbia now has the strong leadership necessary to guide the redevelopment of the Saint Elizabeths Campus in partnership with a master developer. The D.C. government should take the lead in establishing the redevelopment entity that will be responsible for selecting the planning team and the master developer. Once a master plan for the site has been approved, the District needs to streamline the development process. It then should create a limited liability corporation and identify financial resources.

The panel suggests that a transfer of title from the federal government to the redevelopment entity be expedited, with adequate federal funding in place to safeguard the property during the transition period. In the interim, piecemeal development must be halted and historic resources must be protected.

The Saint Elizabeths Campus can serve as a gateway for communities east of the river and as an anchor to benefit neighborhood residents. A single redevelopment plan, under the control of the Saint Elizabeths Development Entity (SEDE), should be established for the entire property. The SEDE should include representatives of the community, the government, and the master developer. Communication with the community should be ongoing.

The panel's development assessment diagram, which it prepared to be used as a guide by the planning team selected by the SEDE, identifies four campus areas for redevelopment: the Center Campus and the Administrative Campus on the west side and the Maple Square Campus and the Oak Street Campus on the east side. The panel also identified a number of unique spaces and buildings considered "special places" for potential adaptive use and identified other development sites for potential new construction.

Generally, the panel found that office, institutional, and residential uses are best suited for the East Campus, with commercial/retail services along MLK Avenue. On the West Campus, the panel recommends institutional or residential uses in existing buildings and new construction. The panel stresses the need for connectivity, to link the East and West campuses across MLK Avenue and to connect the property with neighborhoods to the north and south.

The 300-acre Saint Elizabeths Campus is a unique property in the marketplace. The preservation of views and historic assets is critical to the value of the site. This campus is clearly distinguished from its surroundings and has the potential to greatly enhance and stabilize this part of the city. The panel sensed a tangible commitment by area residents to their community and to Saint Elizabeths, and hopes that the governmental entities involved in the redevelopment of the property can match this enthusiasm and commitment by working together to create a redevelopment plan that will benefit all stakeholders.

The panel acknowledges that its comments and recommendations are based predominantly on land use considerations and urban planning principles, and recognizes that other legitimate elements also must be considered. These elements include the city's objectives in retaining the presence of federal agencies, employment policy issues, national security factors, and other social and political considerations. Both city and federal representatives will need to weigh these factors when evaluating the panel's recommendations.

About the Panel

James DeFrancia

Panel Chair
Reston, Virginia

DeFrancia is a principal of Lowe Enterprises Community Development, Inc.—a national real estate development company engaged in residential, commercial, and resort development—and president of its community development division. He has been involved in real estate development for more than 25 years; prior to that, he served as an officer in the U.S. Navy.

DeFrancia is a trustee of the Urban Land Institute, a member of the Northern Virginia Building Industries Association, past national director of the National Association of Home Builders, a former Virginia representative to the Southern Growth Policies Boards, and a former member of the board of the Metropolitan Washington Airports Authority. He has been a guest lecturer/panelist for the Bank Lending Institute; the Lincoln Institute of Land Policy; the Graduate School of Design, Harvard University; George Mason University; and George Washington University.

DeFrancia is a 1963 graduate of the U.S. Naval Academy, with postgraduate studies in business and finance at the University of Michigan.

Jeffrey T. Bond

Berkeley, California

Bond has more than 15 years of experience in land use economics and public policy. He currently serves as senior planner for real estate and housing at the University of California–Berkeley, where he is managing the redevelopment of 26 acres of university property for student and faculty housing, a retail center, and community facilities and open space.

Before joining the staff at UC Berkeley, Bond was a development manager for the city of Alameda, California. He successfully negotiated agreements with the U.S. Navy for the conveyance of more than 1,000 acres of property from the Navy to the city, including a 140-acre “early transfer” of contaminated property. In addition, he was the city’s project manager for the first phase of implementation of the base reuse through a 215-acre mixed-use development of former Navy property by Catellus Development Company. Bond also participated in the process for selecting a master developer for the remaining 770 acres of Navy property expected to be available for redevelopment soon.

Other projects Bond completed in Alameda include a single-family housing development, a corporate office campus for a major software company, and a “main street” retail project. He also was involved in efforts to restore a historic movie palace.

Bond has served as an economist with several economic consulting firms and has prepared waterfront enhancement strategies, public improvement financing plans, and urban redevelopment programs. His economic development experience also includes service as staff to an advisory commission to the California State Legislature, and as staff to a nonprofit economic development corporation. Bond has degrees in economics from the University of California–San Diego and the University of California–Davis.

Michael R. Buchanan

Atlanta, Georgia

Until his recent retirement, Buchanan was managing director of Bank of America Real Estate Banking Group in Atlanta, Georgia, where he was responsible for homebuilder and commercial real estate banking nationwide. Buchanan spent 30

years with Bank of America and its predecessor banks, where he was involved in all phases of real estate banking.

Buchanon is a member and newly appointed trustee of the Urban Land Institute and serves as the development vice chair of ULI's Suburban Office Council. He is an active member of the Real Estate Roundtable and its Real Estate Capital Policy Advisory Committee. He also has served as a trustee and a member of the executive committee of the Georgia Conservancy and as a member of the Nature Conservancy's Real Estate Advisory Board. Buchanon is a graduate of the University of Kentucky, the Harvard Program for Management Development, and the Stonier School of Banking.

Barbara A. Campagna

New York, New York

Campagna is a partner in the New York City-based architecture and historic preservation firm Campagna & Easton Architects, LLP. She has dedicated her career to the field of historic preservation and has participated in many aspects of this field, including serving as the executive director of a nonprofit landmark organization, working for the past 18 years as a preservation architect and historian, organizing conferences, serving on a variety of nonprofit boards, teaching, lecturing, and publishing.

Campagna is the publications committee cochair, Web editor, and American vice president of the Association for Preservation Technology. She is a specialist in the reuse of historic hospitals and asylums and has worked on the National Historic Landmark Buffalo Psychiatric Center and the former Bloomingdale Asylum in White Plains, New York.

Campagna is the coauthor of *Changing Places: Remaking Institutional Buildings*, a volume of essays that examines the plight of historic institutional campuses across the country. Her firm currently is directing the restorations of two historic churches in New York City, a historic farm in the Delaware Water Gap, a National Historic Land-

mark mansion in New Jersey, and a bathhouse complex in Rye, New York.

Campagna is a recipient of the prestigious National AIA Young Architect of the Year Award 2002. She received her bachelor's degree in architecture from the State University of New York, Buffalo, and her master's of science in historic preservation from Columbia University.

Michael Houlemard

Marina, California

Houlemard serves as executive officer for the Fort Ord Reuse Authority and is responsible for planning, implementing, and financing a landmark redevelopment undertaking for the former Fort Ord Military Reservation.

From 1988 to 1997, Houlemard was director of community planning and land development for the University of California–Santa Cruz. In that position, he undertook responsibilities throughout the Monterey Bay region, including assignment as director of real estate development for the Monterey Bay Education, Science and Technology Center. Before moving to the Monterey region, Houlemard was president and chief executive officer of his own real estate and community development consulting firm in southern California, where he did work for a major university, private developers, neighborhood organizations, municipalities, and nonprofit corporations.

Houlemard has testified to federal, state, and local legislative groups, delivered numerous topical presentations, belongs to several professional associations, and serves on a number of public and private commissions and boards. He holds a bachelor's degree from the University of California–Santa Barbara and a master's degree from Occidental College in Los Angeles. He also is a graduate of the CORO Foundation Fellowship Program.

Diane Jones

New Orleans, Louisiana

Jones is the owner of and principal landscape architect for TerraDesigns, Inc., a full-service professional landscape architectural firm specializing

in public design. The firm provides land use planning and site, urban, and environmental design services for public and corporate clients.

Jones is responsible for client liaison, project design and construction administration, planning, grading and drainage design, and planting design for architectural projects. Her duties include providing oversight and approval of landscape installations. She also develops fee cost proposals, master plans, and graphic design for various projects.

Jones's experience includes the design of marina and waterfront developments, data collection and analysis, and subcontracting coordination. As a park planner for the Howard County Department of Recreation and Parks in Ellicott City, Maryland, Jones was responsible for the planning, design, and management of a 4,000-acre public open space.

John H. Mays

Chicago, Illinois

Mays is a managing partner and immediate past chair of the real estate group of Gould & Ratner, a law firm that has been active in national real estate development for more than 65 years. He began his career as the general counsel for a national homebuilder. His practice now focuses on real estate development, with emphasis on land use and residential and office development.

Mays represents clients in all phases of the land development process, from the acquisition, financing, and zoning of property through its ultimate leasing or disposition. His professional affiliations include Chicago's Metropolitan Planning Council, the National Association of Home Builders Legal Action Network for Development Strategies (LANDS) Committee, and the American Bar Association's Forum on the Construction Industry. Mays currently chairs ULI's Chicago District Council.

Richard B. Nettler

Washington, D.C.

Nettler is the regional managing partner of the Washington, D.C., office of Robins, Kaplan, Miller & Ciresi, LLP. His legal practice focuses on land

use development issues, including the application of federal environmental, disposition, and procurement laws, as well as on local zoning and historic preservation regulations and a multitude of other laws that affect the development of property throughout the United States.

In his land use practice, Nettler represents both developers and nonprofit organizations before federal and state agencies and courts. He counsels municipalities in the drafting of land use ordinances and in responding to development proposals for which federal agencies have permitting responsibilities, including representation before the U.S. Departments of the Interior, Transportation, and Defense, and the U.S. Army Corps of Engineers.

Nettler represents numerous major developers of commercial and residential tracts of land in connection with all facets of real estate development, including land acquisition, zoning and land use approvals, development entitlements, financing, leasing, and ownership structures. With regard to federal regulatory issues, Nettler also represents municipalities, developers, and nonprofit organizations before federal and state agencies regarding permitting issues, contracting, and in seeking federal legislation to facilitate the resolution of development issues.

Nettler has been intimately involved with housing privatization efforts authorized by the 1996 Defense Authorization Act and actions taken under the Base Closure and Realignment Acts—including drafting legislation authorizing the exchange of U.S. Navy and Army Reserve property at Fort Sheridan—and is presently a consultant to the Department of the Navy on economic development conveyances for all of its closed military bases.

Nettler is the coauthor of a chapter on military privatization in the book *Privatization for Lawyers*. He received his JD from the Golden Gate University Law School and earned his undergraduate degree from George Washington University.

Richard Shields

Chicago, Illinois

Shields is a principal in Mesa Development, LLC, a real estate development firm that specializes and invests in commercial, retail, and residential developments. He is a leader in large-scale land and public and private sector development projects. Shields also leads the firm's major client and development efforts, and has more than 25 years of experience in public and private programs involving community development and investment.

Shields has led the acquisition and development efforts for significant projects within the Midwest, the United States, and overseas. At Mesa, he is involved in major land and residential developments, including a large-scale lakefront development in Milwaukee, Wisconsin, involving more than 1,500 housing units and a development project in downtown Chicago with more than 650 units of high-rise luxury condominiums.

While at Stein & Company—and its successor firm, Mesirow Stein Real Estate, Inc.—Shields led acquisition and redevelopment efforts at the 1,093-acre Orlando Naval Training Center and the 1,121-acre Glenview Naval Air Station involving residential, retail, office, industrial, and recreational uses. He also served as CEO of the town of Fort Sheridan company that secured redevelopment of the Fort Sheridan Historic District. Today, Shields continues to support Mesirow Stein by leading the acquisition and redevelopment efforts for the David Taylor Engineering Center in Annapolis, Maryland.

Previously, Shields initiated acquisition activities for a Hyatt hotel in Chicago and the Monona Terrace convention center in Madison, Wisconsin. He also directed the team assembled to provide preliminary engineering for a proposed 17-mile light-rail transit system. He has performed preliminary planning for various federal building projects and directed acquisition activities for the U.S. General Services Administration's Metcalfe Federal Building in Chicago.

Michael Stanton

San Francisco, California

Stanton is the owner of Michael Stanton Architecture, a firm he founded in 1982 that provides architectural and urban design services for a wide variety of project types throughout California and the western United States. His office projects include the Portland Hilton expansion and Steinbeck Plaza, Monterey, California's newest retail complex. Among Stanton's award-winning designs are the Potter Company headquarters, Ford's Department Store, and the West Bay Community Center.

Over the past 13 years, Stanton has served the American Institute of Architects in various capacities. He is a former president of AIA San Francisco and the 8,600-member AIA California Council. He chaired AIACC's Task Force on Managing California's Growth and was the 1992 chair of the national AIA Regional and Urban Design Committee. Stanton was twice awarded the AIA's Citation for Excellence in Urban Design. He was a key participant on the AIA design team that assisted Spitak, Armenia, after the severe earthquake of December 1988 and was responsible for the Urban Land Institute's replanning of downtown Watsonville, California, after a 1989 earthquake. Stanton has written extensively on architecture and urban design issues for *Urban Land*, *Architecture California*, and *Bay Architect's Review*, which he edited for seven years.

Stanton has been a member of the board of trustees of the San Francisco Performing Arts Library & Museum (PALM) since 1992. Prior to joining the board, he assisted PALM as a consultant and designer during the group's relocation from the Opera House to its present location. Stanton also has served on the boards of trustees of the Association for Retarded Citizens and the American Architectural Foundation, and on the Yale Alumni Schools Committee. He holds a BA in urban studies from Yale College and an MA Arch from the Yale School of Architecture.